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GOVERNMENT OF INDIA

**PLANNING COMMISSION**

# MEMORANDUM

## ON

# CONSOLIDATION OF HOLDINGS

## (SUGGESTIONS AND RECOMMENDATIONS)

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# FOREWORD

This Memorandum sets out the suggestions and recommendations of the Planning Commission for expediting programmes relating to consolidation of holdings. It has been prepared on the basis of a detailed study of methods and techniques of consolidation of holdings in several States and of the experience gained by them. The results of the study are set out in a separate volume published by the Planning Commission under the title CONSOLIDATION OF HOLDINGS—METHODS AND PROBLEMS.

The Memorandum stresses the place of consolidation of holdings as an integral part of the programme of national extension and community projects and in relation to the increase of agricultural production. Since consolidation of holdings cannot be undertaken in the course of this Second Five Year Plan over the entire country, the Memorandum recommends that certain areas should receive prior attention, such as areas coming under irrigation, areas already receiving irrigation or having secured rainfall and generally, areas taken up in the community development programme. A number of other suggestions have also been made with the object of reducing the time taken up by consolidation proceedings and ensuring that preliminary and preparatory steps needed before consolidation work begins are taken by the ordinary revenue staff, leaving it to special staffs to concentrate on the main operations relating to the consolidation of agricultural holdings.

The Memorandum lays special emphasis on the importance of securing the fullest participation of the people in programmes for consolidation of holdings. The people should regard these as their own programmes carried out in their interest and for the benefit of the Community with the assistance of the administration and not as programmes imposed on them from above.

NEW DELHI,
*November*, 30, 1957.

V. T. KRISHNAMACHARI,
Deputy Chairman, Planning Commission.

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# *SECTION I*

## INTRODUCTORY

IT is well-known that fragmentation of holding is one of the serious obstacles to agricultural development. Both the First and the Second Plans have drawn attention to the need for consolidation of holdings. The programme assumes a certain urgency and dynamic character in view of the emphasis placed in the Second Plan on a rapid increase in agricultural production.

2. While consolidation of holdings does not raise any controversial issue of policy and its advantages are widely recognized, appreciable progress has been made only in a few States. Most of the State plans, however, include schemes for consolidation during the Second Plan period. Several of them have tried to draw upon the experience of States like Punjab, Bombay or Uttar Pradesh where progress has been made. The procedures adopted in these States and the methods for overcoming the inherent difficulties of the work are, however, still not generally known in most of the States. For this reason, there is a certain hesitancy in undertaking the work and such schemes as have been drawn up are somewhat modest. Recognising these difficulties, reference was made in the Second Plan to a comparative study of methods and solutions which have been evolved in different parts of the country with a view to making the best existing experience on the subject more generally available.

3. The object of this memorandum is to describe briefly the main problems which a State has to face when it undertakes a programme of consolidation, and the methods adopted in States which possess experience to deal with these. A serious difficulty arises from the complexity and magnitude of the task, and consequently the heavy administrative burden, the cost, and the length of time taken in completing it. While it must be recognized that the work can be learnt only by direct experience, an attempt has been made to indicate some of the ways by which the time taken and the cost could be reduced and the work made a little less complex. Section II of this memorandum deals with the technical aspects of the work and the procedures which form a part of consolidation of holdings. Section III describes briefly the main organisational problems and refers to the necessity for careful planning and intelligent anticipation of the needs arising from a progressively expanding programme.

4. It is necessary to bear in mind that consolidation of holdings is not an isolated programme but an integral part of schemes for economic development. In order that its advantages are fully realized and made manifest to the rural masses, it should form a part of a carefully coordinated programme of village planning and agricultural improvement. As mentioned in the Second Plan, consolidation of holdings should be undertaken in national extension and community project areas as a task of primary importance in the agricultural programme.

5. The programme of consolidation of holdings can be greatly expedited if public opinion is prepared for it and steps are taken to obtain the fullest participation of the people. The idea underlying consolidation is accepted fairly readily once it is clearly explained and from the experience of consolidation in an area the people have confidence in the fairness and impartiality with which the operation is carried on. A village advisory committee is essential in all cases. As a general rule the village panchayat, to which other members are co-opted, may serve as the village advisory committee. If consolidation work is undertaken on the basis of general understanding and recognition that the programme is entirely for the benefit of the people, they will themselves help to find solutions to the problems as they arise.

6. Consolidation should not be restricted merely to redistribution of plots. The opportunity should be used for a complete replanning of the entire area. Utmost importance should, therefore, be attached to provision of village and inter-village roads and their links with the railway stations and main roads, and to the reservation of land in each village for objects of common utility such as compost pits, schools, playgrounds, dispensaries, tanks and other community purposes. Areas may also be set apart wherever possible for addition to the common resources of the village body. "The advantage of combining consolidation work with this kind of road and institution planning is that the contributions are made in proportion to the total area held by each individual *i.e.* in proportion to the property owned. This kind of planning is working successfully in a few States but the pattern should be adopted everywhere."*

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*Remarks by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission at the fourth Development Commissioners' Conference held at Simla (9th to 12th May, 1953).

## *SECTION II*

# SUGGESTIONS FOR EXPEDITING & IMPROVING THE WORK OF CONSOLIDATION OF HOLDINGS

7. Consolidation of holdings means the re-arrangement of holdings in any area among several tenure-holders in such a way as to make the holdings held by them more compact. The measure thus aims at giving every rightholder a compact area equivalent in value to what he held in scattered plots.

8. With this end in view the village revenue record is first brought up-to-date and re-measurement of fields undertaken wherever necessary. To make exchange of plots possible, the different fields are then given a valuation in terms of which different kinds of land can be reduced to a comparable basis. Thereafter the details of principles on which the land in the village is to be allotted to individuals are laid down and new compact holdings are formed accordingly. This is followed by delivery of possession of the new holdings to the cultivators in place of the former scattered fragments and the preparation of final records.

9. Thus the principal stages in which consolidation work is undertaken are:—

- (i) Preliminary steps;
- (ii) Rectangulation and measurement;
- (iii) Classification and valuation;
- (iv) Scheme of consolidation;
- (v) Repartition;
- (vi) Preparation of final papers and their final attestation.

In the paras that follow each stage has been examined briefly with a view to find out if any improvement is possible in the existing procedure or practice.

### (i) Preliminary Steps

10. The preliminaries include the following items:—

(a) *Initiation of consolidation proceedings.*—In the early stages of the programme, consolidation was taken up in areas where the land owners voluntarily agreed to and applied for it. At a later

stage an element of compulsion was introduced. It was provided that where a certain percentage of land owners holding a certain percentage of area between them agreed, the scheme was made applicable to the entire area of the village. In recent years, however, the general trend is for the State Government to take under the consolidation Act authority for formulation of schemes of consolidation of holdings for selected areas on their own initiative. This procedure has worked with success in States like Bombay, Punjab and Uttar Pradesh. Although the general agreement of the large majority of the people should be secured in various stages of the programme, it is suggested that, where such provision does not already exist, the State Government should assume power under legislation relating to consolidation to take up the work on its own initiative.

It is desirable in States, where the necessary provision does not already exist, to empower the Government to take up consolidation work on its own initiative.

(b) Formation of village advisory committees;

(c) Appointment of guardians of minors, idiots, lunatics or persons not residing in the village to look after their interests;

(d) Correction of records including maps;

(e) Preparation of preliminary statements *i.e.*

(i) an alphabetical index of the names of individual holders in the village [containing also cross references to relevant Khatas (holdings) of register No. (iii)];

(ii) a list of survey numbers in their serial order along with the kind of the land and the class of soil in the existing records;

(Columns for value of land to be filled up when valuation has been done)

(iii) an account of existing rights possessed by the owners and their tenants (containing names of owners and tenants, list of plots, class of land and value of land); and

(iv) a complete and consolidated account of the land and rights of the rightholders to which they are entitled in consolidation.

(In this register list of plots and class of land need not be given. Owners of joint holdings who desire and are entitled to partition are shown separately).

11. These preliminary steps take a considerable time of the consolidation staff. In some cases the correction of land records alone has taken much time. It is the normal function of the revenue agency to keep the records up-to-date and correct. Steps should, therefore, be taken to ensure that this work does not suffer. In fact it should be possible for the normal revenue staff to undertake correction of records and the preparation of some of the preliminary statements. If necessary, the supervisory staff at various levels can be strengthened for this purpose.

12. It is proposed, therefore, that for expediting the programme of consolidation, the regions which get priority for consolidation may be divided into three areas, namely,

(i) areas where consolidation is to be taken up immediately;

(ii) areas which will come under consolidation next but where the preliminary steps mentioned above will be taken up simultaneously;

(iii) remaining areas where consolidation will follow later on.

13. In areas (i) where consolidation work will be taken up immediately, revenue staff will have to be supplemented by additional staff drawn from among the experienced revenue staff of areas (iii) where they can be replaced by new hands. In areas (ii) where consolidation operations are to be taken up next, the normal revenue staff supplemented with additional supervisory staff, as mentioned above, should take up the preliminary steps sufficiently in time to complete it before other stages of the programme of consolidation are taken up in the area.

### (ii) RECTANGULATION & MEASUREMENT

14. Though remeasurement of some of the individual fields which are found to have been partitioned or merged with other fields and map correction in order to make it up-to-date is undertaken in every State, complete re-measurement and rectangulation of a village at the time of consolidation is undertaken in the plain areas of Punjab and Pepsu (now merged with Punjab) only. In both these States consolidation work in a village is preceded by "Killabandi". This is a process by which rectangular fields of uniform size are substituted for the irregular fields of odd shapes into which the land of a village is generally found to be divided. The rectangle at present prescribed in these two States is 1,100 x 990 feet and is subdivided into 25 killas (sub-rectangles) of exactly one acre a piece measuring 220 x 198 feet.

15. The object of dividing the land of a village into regular fields of uniform size is not only to facilitate partition of land in consolidation proceedings but also to provide the rightholders with fields of convenient size for irrigation and cutivation. The provision of regular fields of equal size and their demarcation through field boundaries which follows as a part of the operation of Killabandi, gives each rightholder a clear idea as regards his holding and thereby makes its management easier. Further, it tends to reduce boundary disputes and consequent litigation. Other advantages of Killabandi are that with straight water-courses and even-shaped fields there is much greater convenience and much less waste in the use of water. There is saving of time in 'Girdawari' or seasonal crop inspections and the higher revenue staff can exercise supervision much more effectively than under the old system. Above all, the expense and worry of subsequent settlement is greatly reduced. The map thus made is practically permanent and the revision of maps with all its attendant inconvenience and expense disappears as an incident of resettlement operations.

16. Experience in recent years has shown further that the adoption of rectangulation facilitates the execution of development programmes. Thus where roads are to be made in a certain tract (community project area or extension block) or where new drains or channels are to be dug for drainage or irrigation, the existence of Killabandi makes the preliminary survey easier and leads to a saving of time and expense.

17. In areas where Killabandi is not undertaken, consolidation is done by blocking together the old fields in their present shape which often results in creating big blocks of odd shapes, at times measuring 10 to 20 acres. Naturally, after some time the field boundaries within the block will be changed to suit convenience of cultivation. Since comparison with old fields is no longer possible, it becomes difficult to make correct estimates of area at the time of crop inspection. What is more, the canal officials in such case may not be able to show irrigated areas properly and Government revenue might suffer. Large scale survey operations would, thus, in any case be necessary in such areas after some time. This would certainly be more expensive and tedious than laying of rectangles.

18. States other than Punjab and Pepsu have not adopted rectangulation mainly on account of the additional expense and time involved. These are, however, more than counterbalanced by the advantages mentioned above and it is suggested that other States may consider the desirability of adopting rectangulation as a part of the consolidation programme wherever feasible. The size of the

rectangle and sub-rectangle would naturally be adapted to the needs of each region. It would facilitate the work if special rectangulation staff is appointed for the purpose.

### (iii) CLASSIFICATION & VALUATION

19. Consolidation involves planned and systematic exchange of land, new and compact blocks being given in place of the previous scattered plots held by an individual cultivator. Since plots of land vary greatly in the texture and quality of soil, facilities of irrigation, productivity, distance from the abadi and other advantages, it is essential to have a method of valuation by which different classes of land can be reduced to a comparable basis. The method should be as objective as possible so as to reduce the chances of error by individual judgment, caprice or dishonesty and should be simple so that the villagers can understand what is being done and participate fully and intelligently in the decisions.

20. Careful and correct classification and valuation of land is one of the most essential factors in the success of consolidation schemes. Experience has shown that if due care is exercised at this stage and the fields in the village are correctly valued, the chances of discontent and disputes are reduced to the minimum. The methods adopted for the purpose of valuation in various States are, therefore, examined in some detail in the following paragraphs. These methods fall into the following three categories:—

(1) Valuation on the basis of market value;

(2) Valuation on the basis of productivity;

(3) Valuation on the basis of rental value.

21. (1) *Valuation on the basis of market value.*—At present Bombay is the only State which follows this method of valuation at the time of consolidation. Under this method the value of plots of different classes is determined on the basis of their current market price and not on their productive capacity. Prices of similar land which may have been sold at recent dates in the village are taken into consideration. If no such recent sales have taken place, average sale prices of similar plots in the last few years are taken. In case no transaction has taken place in a particular village, prices of similar land in the adjoining villages are taken into account.

22. In the case of similar lands the following factors are taken into consideration while fixing the market price:—

(a) Improvements, such as conversion of dry crop into rice or garden;

(b) Construction of new wells and embankments;

(c) Number of fruit-bearing and non-fruit-bearing trees; if any;

(d) Farm-houses, if any, whether they are pucca or katcha; and

(e) Deterioration, such as soil erosion, growth of pernicious weeds, new nalas or streamlets, etc.

Though factors like previous classification, improvements or deteriorations etc. are taken into consideration, the guiding factor in valuation is the price that a particular field would fetch if put to sale at the time of valuation. As soon as valuation is completed by the Consolidation Officer it is published in the village and objections are invited. The objections, if any, are then considered and the valuation modified, if considered necessary in consultation with the Panchayat. The valuation then becomes a part of the scheme. Objections can also be filed before the Consolidation Officer, Settlement Commissioner and the Government according to the rules.

23. (2) *Valuation on the basis of productivity.*—This method of valuation is followed in most of the States at present doing consolidation, notably, Punjab, Madhya Pradesh, Pepsu (now merged with Punjab), Delhi and Himachal Pradesh. By this method the best quality of land in the village is valued at 16 annas and the value of the rest of the land is fixed according to its relative worth as compared to the 16 annas land.

24. The method involves a close survey of all the fields in the village whose value is fixed after taking into consideration the following factors:—

(a) Quality of land;

(b) Source of irrigation;

(c) Improvements or deteriorations;

(d) Yields;

(e) Situation and distance from the village.

25. The criterion for correct valuation under this method is that an average man in the village should be willing to accept in exchange for his own plot a different piece of land at the new valuation. The valuation is thoroughly discussed in an open meeting of the village consolidation committee where other villagers are also allowed to have their say. Views of the persons concerned as well as the committee are thus fully ascertained before the valuation is finalised. An entirely new system of classification and valuation in terms of annas is worked out. The classification of soil as entered in revenue

records is one of the factors taken into consideration at the time of valuation, but it may not be the main factor and it sometimes happens that in consolidation fields of the same class of land get different values *e.g.* canal irrigated land situated in a particular region may be valued at 8 annas or 12 annas per acre whereas such land situated in another region may have a value of 16 annas. Similarly, in some cases barani (dry) land in a particular region may have the same value as nehri (canal irrigated) or chahi (well-irrigated) land in a different region in the same village.

26. When valuation is completed the Consolidation Officer finalises it after hearing the objections in the village. The list of field numbers with their valuation then becomes a part of the scheme and is published along with it. Every right-holder has a right of objection to the valuation of any field and a written objection can be filed with the Consolidation Officer within the prescribed time-limit. The Consolidation Officer may accept any of the objections and make amendments accordingly. If any amendment is made, it is published once again. If no objections are received within the prescribed time, the valuation which is already a part of the scheme is confirmed by the Settlement Officer and his decision is final.

27. (3) *Valuation on the basis of rental value.*—Under this method which is followed in Uttar Pradesh, valuation of fields is based on the rental value of various classes of soil as determined at the time of the last settlement. For purposes of consolidation the soil classification is first revised taking into consideration the development and changes that might have occurred since the last settlement. Where necessary, allowance is made for flow or lift irrigation from a permanent source in respect of fields which were unirrigated at the time of the last settlement. If it is found that a certain area has so deteriorated or is of such poor quality that the rent rate of the lowest soil class in an assessment circle cannot be applied to it, a new rental value is fixed for such an area in consultation with the consolidation committee. All plots of land in the same class are given the same value and no variations are allowed.

28. The scheme of classification is then published in the village and objections invited within the prescribed period. The Assistant Consolidation Officer hears these objections and after consulting the consolidation committee submits his report to the Consolidation Officer. Any persons aggrieved by the order of the Consolidation Officer can go in appeal against the same within the prescribed time to the Settlement Officer. The order of the Settlement Officer in this respect is final.

29. *Different Methods of Valuation.*—The method of valuation adopted in Uttar Pradesh relies more or less completely upon the classification of soil and the rental values worked out at the last settlement. Apart from minor adjustments with regard to irrigation or marked deterioration or improvement of soil, it leaves little room for discretion by the consolidation officials. In seeking to be wholly objective, however, this method does not allow sufficient scope for adjustments or for public understanding and participation in the decisions. The purposes for which classification of soil and determination of rental value were made in settlement operations are not identical with the purposes of valuation for consolidation. The former is done generally on a somewhat broad basis and does not fully take into account various factors which affect the value of land in the eyes of villagers, such as location or means of access or variations in productivity of plots within the same class of soil. Besides, the settlement procedures are elaborate and complex and are not within the comprehension of the village people. The rental value adopted in settlements in the past was largely based on rents mutually agreed upon and thus reflected, to a certain extent, the relative value of land. But on account of rent regulation in recent land reforms measures and the consequent legislative control of rents, as the time passes, the rents will cease to be a measure of relative value of land.

30. The method adopted in Bombay allows greater scope for adjustment in the classication of lands. Valuation on the basis of market value has the additional advantage of being easily understood by the cultivators. Market value of land in actual transactions, however, is sometimes affected by factors other than strictly economic consideration *i.e.* productivity or other advantages of land. Further, difficulty arises where there are no recent transactions in the village and reliance has to be placed on the market value of similar land in adjoining villages. This does not always give a correct picture of the value of land. Moreover, in view of recent land reforms, market value no longer reflects the variations in the intrinsic worth of land.

31. Valuation on the basis of productivity has an advantage inasmuch as the decisions are fully understood by the villagers and take account of their expressed views. Necessary adjustments can be made for even minor variations in productivity and other advantages or disadvantages. This method, however, involves a degree of subjectivity and it would be necessary to reduce this as far as possible.

32. The method of valuation to be adopted in different regions will naturally depend upon local conditions, the data available and the prevailing land tenures and land records. In order to introduce an element of objectivity, it would be desirable to take fully into account the classification of soil as well as relative values determined at the time of settlement, market values and other data which may be available. The classification of land will, however, have to be adjusted in the light of such changes in the quality of soil, irrigation and other advantages as may have taken place. The relative values of different plots of land worked out on the basis of available data would need to be explained to the cultivators and their suggestions invited and fully considered. Adjustments would have to be made for minor variations of productivity or other advantages in respect of lands which fall broadly in the same class. For such adjustments, upper and lower limits to the anna valuation may be fixed within which limits, the valuation of different plots falling in the same class of land may be fixed.

33. *Procedure for publication of valuations.*—The procedure for publication of valuation varies in the different States. In some States the lists of valuation are published along with the draft scheme. In others the lists are published separately and are finalised before the framing of the scheme. As valuation is of such fundamental importance in consolidation, the latter procedure has an advantage as it draws the attention of the right-holders and provides them with an opportunity of raising objections against wrong valuation at the very start. Once the fields are correctly valued, their exchange later on when individual plots are allotted becomes much simpler and leads to greater satisfaction. This ultimately leads to saving of time.

34. At present when valuation is published, lists of khasra numbers are placed for inspection in the Patwari's office and extracts containing the valuation of their fields are given to the rightholders. It would be much more helpful if the map of the village containing all the fields with their valuation is also prepared and displayed along with the lists. This would give each rightholder a comparative idea of the valuation of his fields with regard to other similar fields in the village and also provide him with requisite facility and material for any objection he might like to raise.

### (iv) SCHEME OF CONSOLIDATION

35. *Consolidation as an integral part of village planning.*—A careful study of the principles followed for consolidation schemes in various States shows that there is an essential difference between the consolidation being done in Punjab, Uttar Pradesh and the States

following that pattern and some of the States like Bombay and Madhya Pradesh. Consolidation has a limited objective in States like Bombay and Madhya Pradesh where it confines itself more or less to the rearrangement of various fields of a rightholder into more compact blocks. In Punjab and Uttar Pradesh, on the other hand, consolidation work is regarded as an integral part of village development programmes and provides not only for consolidation of scattered fields of individual owners but for a complete replanning of the entire area, and for proper arrangement of roads, drains, expansion of abadi, compost pits, schools, play grounds, tanks and numerous other community purposes. The full benefits of consolidation of holdings cannot be realised unless this larger objective is kept in view.

36. The word 'scheme' is interpreted differently in different States. Thus in the States of Punjab, Pepsu (now merged with Punjab), Delhi and Himachal Pradesh the word 'scheme' is used to mean the mode of repartition and it lays down in detail the principles on which consolidation of fields is to be based in a particular village. In Bombay and Madhya Pradesh, the scheme is the record which gives a picture of the pre-consolidation and post-consolidation rights of the individual rightholders in the village. No doubt certain principles are followed for consolidation in these States but there is no mention of any principles for a particular village in the scheme.

37. The scheme in Uttar Pradesh combines both these ideas and consists of the statement of principles as well as the statement of proposals. Thus the principles on which consolidation is to be carried out in a particular village as well as the proposals for allotment to individuals along with the details of their previous holdings form part of a scheme in this State.

38. *Principles for allotment of individual blocks.*—An important feature of consolidation in Punjab and Uttar Pradesh is that the principles on which the new allotments are to be carried out are laid down in detail so that the actual allotment becomes easier and more objective and can be effectively supervised and checked. In some States many of the principles followed are not clearly set out and leave wide discretion with the officials actually carrying out the work in the field. The present practice in Punjab and Uttar Pradesh of working out detailed principles on which consolidation is to be based, is very desirable and may be extended to the States in which this is not being done at present.

39. *Simplification of procedure.*—When the draft scheme is ready, it is published by the Consolidation Officer and objections are invit-

ed. A period of 30 days is allowed for objections before the Consolidation Officer and if any objections are received, the Consolidation Officer considers them and submits the same with his suggestions to the higher authority for order of confirmation. The Consolidation Officer is further authorised to make amendments himeslf. If, however, he makes any amendment, the publication of the amended scheme becomes necessary and the period of limitation is extended and begins to run from the date of publication of the amended scheme. Since the Consolidation Officer submits his suggestions for approval in every case, it is suggested that the powers of amendment at present allowed to him may be withdrawn. In that case the period of limitation will not be extended as at present and the objections could be considered by the higher authority (Settlement Officer or Settlement Commissioner) himself. This would effect a considerable saving of time.

40. In some of the States the procedure for confirmation of the scheme is rather cumbersome. Thus in one State the legislation provides for confirmation of a scheme by the Settlement Commissioner even if there is one objection to the scheme submitted to the Collector. In another State the legislation vests the final power of confirmation of the scheme in the Government itself. On the other hand, in States where consolidation work has made considerable progress, the Settlement Officer has the power of confirmation of the scheme and even of its revocation or variation. Simplification of procedure in this respect is desirable in the interest of speed and economy.

41. Consolidation Acts in most of the States vest the Government with wide powers of control and the Government may at any time call for the records of any case pending or disposed of by any officer and pass such orders as it deems fit. As no time limit has been fixed in such cases, it has led to the impression that this section provides for a regular right of revision even against the judicial orders passed by the highest authority. The number of applications under this section has at times grown so large that at least in one State much of the field staff had to be diverted from the work in hand to cope with their disposal. Thus, this provision which is useful in itself, has at times led to serious delay. If some time-limit is fixed for applications under this provision, it would lead to speedier disposal as well as to ensuring justice in hard cases. Such a measure would also add to the sense of security to the right-holders in general because, unless it is certain that they would not be disturbed from their present allotment, they generally do not attend to the development of their land.

### (v) Repartition or Allotment of Individual Blocks

42. As soon as the scheme is confirmed, the work of allotment of blocks to individuals is taken up in consultation with the advisory committee. The prevalent practice in almost all the States is to have due regard to the area previously held by a landowner in a particular grade of land. Allotment is generally made at the place where a person already holds the largest piece of land in that particular grade before consolidation.

43. *Present practice in different States.*—The practice in Madhya Pradesh is that 'chaks' (blocks in consolidation) are formed round some of the fields already held by the person and include as many of his old fields as possible.

44. Similarly, in Uttar Pradesh every tenure-holder is allotted land at the place where he holds the largest part of the holding.

45. Punjab follows this practice almost to its logical conclusion and the allotment of blocks is based on what is called the 'major portion rule'. The area of contiguous fields owned by a person in each grade is added up and the place where he has the largest area is his 'major portion'. Allotment to a particular individual in a particular grade is then made at the place where he had the previous major portion. Sometimes it so happens that the major portions of two persons fall in the same area, in such cases the percentage of the major portion to the total area is calculated and the person having the larger percentage of area at that particular spot is given preference over the other who is then shifted to his next biggest fragment. In case of competition at the next fragment, the same principle is followed and so on. Again, at each place of allotment an attempt is made to include as much of the previous area held by a person at that place as possible and his previous area generally forms the centre or core of his plot in that grade.

46. *Merits of the present rule.*—The system of allotment according to this rule is easy to work and facilitates checking. The discretion of the Consolidation Officer in allotting fields to individuals is limited and it is ensured that in most cases a large proportion of area held by a particular person in a particular grade is allotted to him.

47. *Its limitations.*—On the other hand, the rule has its limitations. A considerable number of persons in a village cannot be accommodated at their major portions. The process of allotment takes considerable time and even the shape of most of the individual blocks becomes irregular because of rigid adherence to this rule. The rule makes it difficult to allot areas in the same locality

to individuals willing to form cooperative societies or to persons holding small fragments and uneconomic holdings who may later on agree to undertake joint cultivation or cultivation on more scientific lines.

48. A careful consideration of the detailed working of the rule, however, shows that it would not be desirable or expedient to introduce major changes without the consent of the villagers whose holdings are affected. Alterations may, however, be introduced if these are acceptable to the villagers. In that case it would be desirable to satisfy small claimants first and then take up allotment to voluntary groups in the shape of co-operative societies. The allotment to bigger claimants would follow thereafter.

49. *Re-distribution of land revenue.*—Since the new holdings allotted to the cultivators are, with very few exceptions, of the same value as their previous holdings, it is generally not necessary to make any readjustments in land revenue.

50. In one State, however, revision of land revenue or rent is sometimes undertaken along with consolidation. Land revenue or rent is imposed if new area has been brought under cultivation or enhanced if a particular piece of land has changed hands after the last settlement and the new holder is paying less than the rent rate. In some cases the increase in the land revenue payable by individuals and the village as a whole is considerable. It is feared that such a practice might create a suspicion in the minds of the cultivators that consolidation leads to increase in taxation and the operation might lose some of the popularity that it has gained elsewhere.

(vi) PREPARATION OF FINAL PAPERS AND THEIR ATTESTATION

51. The next important step is the final attestation of the various statements prepared in consolidation. The records prepared during consolidation are checked by a number of officers and read out and explained to the persons concerned. The Assistant Consolidation Officer and the Consolidation Officer then record a certificate to the effect that the records have been duly attested in the presence of the rightholders and all the mistakes pointed out in the previous inspections have been corrected. The papers thus checked and attested form the final record and a fair copy is prepared and consigned to the record room. In some of the States (notably Punjab, Pepsu and Delhi), however, after the record is attested it is necessary to enter mutations. By the first mutation the entire land of the village is brought into a common pool and by the second the individual allotment is shown against each of the right-holders. The

entries in the first mutation are abbreviated and its completion does not take much time but the entries in the second mutation are detailed and are more or less an exact copy of the record showing the final allotment of land to rightholders in the village. The entry of the mutations, its comparison with the revenue record and its attestation order (wherein details of survey numbers allotted to each individuals have to be mentioned) take a good deal of time.

52. The above procedure is followed in compliance with the instructions that no alteration can be made in the existing revenue records without the order of a revenue officer. It is suggested that the rules which make the entry of these mutations necessary may be revised and the duplication of records avoided.

53. At present there is some avoidable duplication of records at this stage as well as in earlier stages in different States. It would be an advantage if a group of experts in each State examined the question in detail in order to simplify the forms and avoid duplication and thus reduce unnecessary clerical work.

## *SECTION III*

## ORGANISATION OF THE PROGRAMME

54. The aim of policy is to undertake and complete the work of consolidation, as speedily as possible, in all areas where fragmentation of holdings constitutes an obstacle to increased agricultural production. There are, however, administrative limitations and other practical difficulties which determine the speed with which the work can be organised and brought to a successful conclusion in different regions. In the preceding sections consolidation procedures have been briefly described and an attempt has been made to indicate possibilities of making the work simpler and speedier. The following paragraphs contain a brief description of the main organisational and administrative problems. These include:—

(a) Selection of areas for consolidation,

(b) Recruitment and training of staff,

(c) Coordination of work, and

(d) Financial considerations.

55. The concrete shape which these problems assume and the lines along which arrangements have to be made will naturally vary according to the conditions in each State or region and the purpose of this section is to draw attention to the important problems and indicate briefly the manner in which they have been met in some States where progress has been made.

56. It has been observed that in some States progress has been impeded for lack of adequate planning and anticipation of the problems likely to arise. For instance, recruitment and training of staff has to be carefully arranged well in time to meet the progressive need for trained staff as the programme is expanded.

### (a) Selection of Areas for Consolidation

57. It would be desirable to prepare a phased programme of work according to a time schedule. In selecting areas for consolidation of holdings, it would be an advantage if areas covered by community projects or national extension service get top priority. Areas where the pressure of population has been excessive and fragmentation has

become acute or which are already receiving irrigation or have secure rainfall, should also receive priority. Factors like the existence of satisfactory record of rights and the requisite degree of cooperation among the people should also be taken into consideration. Hilly areas or other inaccessible areas where consolidation may raise special problems can be tackled later on when sufficient experience has been gained in other areas.

58. Areas for consolidation are at present selected in two different ways. In some States the practice is that selected villages are taken which may be scattered over a considerable area. On the other hand in some States like Punjab and Uttar Pradesh the practice is to take up consolidation of holdings in a compact group of villages like a taluka or a tehsil at the same time. It has been found, that in practice the latter method facilitates supervision, expedites work and saves cost. It would, therefore, be of advantage to take up compact areas for consolidation work.

59. *Unsurveyed areas.*—In some States there are large areas where survey or settlement operations have not been undertaken or were carried out a long time ago so that an up-to-date record of rights is not available. An up-to-date and correct map and record of rights showing the land held under different tenures are the prerequisite of consolidation of holdings. Such areas would, therefore, need special attention for this purpose. There are many steps relating to survey, measurement, rectangulation, soil classification, valuation etc. which are common to both the operations. If the two operations are integrated there would be considerable saving in time and effort. Much duplication of records can also be avoided.

## (b) Recruitment and Training of Staff

60. *Special staff required.*—The work of consolidation of holdings is of a technical nature. The officials entrusted with the work should possess not only the necessary technical knowledge but should also be fully familiar with land tenures, maintenance of records and soil classification etc. and rural conditions generally. In States where directly recruited staff without sufficient training was put on consolidation work, difficulties have been experienced. Consolidation staff should, therefore, as far as possible, be drawn from amongst experienced revenue officials and appointed in areas taken up for consolidation.

61. *Scale of staff.*—The existing scale of consolidation staff and the work-load per officer in the States of Punjab and Uttar Pradesh

which have undertaken this work on a comprehensive scale is as follows:—

| Designation | Extent of jurisdiction | No. of villages | Approximate area (in acres) |
|---|---|---|---|
| | | Punjab | |
| Patwari . . . | 1 | 1 | 700 to 800 |
| Kanungo . . . | One for every 5 Patwaris. | 5 | 3500 to 4000 |
| Assistant Consolidation Officer. | One for every 4 Kanungos. | 20 | 14000 to 16000 |
| Consolidation Officer . | One for every 3 to 4 Assistant Consolidation Officers. | 60 to 80 | 42000 to 48000<br>56000 to 64000 |
| Settlement Officer . | One for about 200 Patwaris. | 200 | 140000 to 160000 |
| | UTTAR PRADESH | | |
| Lekhpal (Patwari) . | 1 | 1 | 400 to 500 |
| Consolidator (Kanungo) . | One for every 6 Lekhpals. | 6 | 2400 to 3000 |
| Assistant Consolidation Officer. | One for every 3 Consolidators | 18 | 7200 to 9000 |
| Consolidation Officer . | One for every 5 Assistant Consolidation Officers. | 90 | 36000 to 45000 |
| Settlement Officer . | One for every 4 Consolidation Officers. | 360 | 144000 to 180000 |

It appears from experience in Punjab that for purpose of rectangulation one party comprising a rectangulator or Patwari, two chainmen and one flagman can complete the work in one village of about one thousand acres in nearly three months. As in case of the rest of the work one Kanungo can supervise five such rectangulators and one Assistant Consolidation Officer, specially trained for the work, will be required for four Kanungos.

62. Though the scale is likely to differ with differences in terrain and according to local conditions, the information above may assist States undertaking this work in the first instance.

63. *Training of staff.*—As already stated consolidation work has to be done through the agency of the revenue staff. It would be desirable, therefore, to include training in consolidation work as part of the training of Patwaris and Revenue Officers. As the work is to be completed as speedily as possible, arrangements for training on an adequate scale would be necessary and should receive high priority.

64. *Preliminary training.*—In view of the experience which has been gained already in a number of States it may be desirable for a State in which consolidation has not made much progress so far to send a team of officers for careful study in the States which have gained greater experience. The visiting teams can then adapt the experience to local conditions and recommend a programme of training. They would be equipped also to initiate the training of the staff. As the work progresses, some other officers with actual experience of consolidation work in the State itself could be utilised to strengthen the educational staff.

## TRAINING SCHOOLS

65. *School of Patwaris.*—In Punjab Patwar schools are generally opened at the headquarter of the tehsil in which consolidation is undertaken and an Assistant Consolidation Officer is generally put in charge of such a school. He is given one Inspector and some Sub-Inspectors for assistance. The period spent at the school generally extends to about six months and 200 to 300 Patwaris can be given training in one such school at one time. The approximate recurring expenditure incurred for such a school is about Rs. 9,000.

66. *School for other officers.*—Separate schools are opened for the training of other staff, namely, Kanungos, Assistant Consolidation Officers and Consolidation Officers. Only experienced revenue officers are selected for this training which extends to a period of about three months. A Consolidation Officer is generally put in charge of the school and is usually assisted by one or two Assistant Consolidation Officers. About 100 officers can be trained at one time in one such school and the recurring expenditure involved for such a school is approximately Rs. 20,000.

67. *Miscellaneous duties for consolidation staff.*—In some of the States at present the field staff is expected to do revenue as well as consolidation work and at times consolidation staff is put to such jobs as development work in the village, preparation of electoral rolls and preparation of statements of special assessment etc. This naturally results in lesser outturn of consolidation work. It is

suggested, therefore, that staff put on consolidation work should not ordinarily be used for revenue or other miscellaneous work.

68. *Check on corruption and recognition of good work.*—Consolidation operations affect all the holdings in a village and property worth crores of rupees changes hands. This provides opportunities for corruption. For the success of the scheme maintenance of a high degree of integrity on the part of the official agency is essential Effective supervision and constant vigilance are called for. Both Punjab and Pepsu (now merged in Punjab) have organized a special branch of the department called 'Flying Squad' for this purpose. The 'squad' comprises experienced officers of gazetted rank and of proved integrity whose sole function is to look into complaints of corruption and gross injustice. This has helped considerably in checking the usual forms of corruption and in ensuring justice.

69. At the same time it will be necessary that the revenue staff engaged on consolidation work gets sufficient compensation and encouragement. In some States special pay is given to the staff varying from Rs. 5 to the Patwari to Rs. 75 to the Settlement Officer. It is equally important that recognition by way of rewards is given for meritorious and expenditious work. These rewards can take the form of bonus as well as special entries in the personal rolls of the staff and officers.

70. *Provision of public conveyance.*—In some of the States which have understand consolidation work jeeps have been provided to Settlement Officers (Consolidation) at Government expense. This has had the result of improving check and supervision over the field staff and has also added to the speed and outturn of work by these officers. Conveyance should be provided where it has not been done so far.

## (c) Coordination of Work

71. Though the work of consolidation is the responsibility of the consolidation department, there are certain duties, for example, the laying of inter-village roads and irrigation channels, in which the help of other departments of Government is necessary. The work has sometimes been delayed in some States for lack of proper liaison and coordination between the consolidation staff and the staff of the departments concerned. It is, therefore, essential that proper coordination between all these departments is ensured and the Collector should be given responsibility for this.

## (d) Financial Considerations

72. An estimate of the cost of consolidation per acre in some States is given in the table below:—

| State | Period | Area consolidated | Total expenditure (in rupee) | Average cost per acre Rs. A. P. |
|---|---|---|---|---|
| Bombay . . . . | 1949-56 | 19,43,279 | 57,48,000 | 2 14 6 |
| Himachal Pradesh . | 1954-56 | 4,184 | 46,750 | 11 3 0 |
| Madhya Pradesh . . . | 1951-55 | 3,76,258 | 3,99,952 | 1 1 0 |
| Pepsu . . . . . | 1951-56 | 12,40,686 | 99,75,411 | 8 0 8 |
| Punjab . . . . | 1951-55 | 46,51,206 | 1,99,81,183 | 4 4 9 |

73. In States where consolidation schemes are integrated with village development, a number of programmes are taken up simultaneously. These include:—

(a) the setting apart of land for village roads, drainage, irrigation works and undertaking construction;

(b) setting apart of land for community purposes such as pasture lands, fuel plantations, schools, panchayatghars, play-grounds, etc.

(c) setting apart of land for cultivation through the village community, the income from the land being utilised to augment the village panchayat funds; and

(d) schemes for more intensive cultivation by improvement of land, adoption of improved techniques and conservation of soil.

74. Land required for these purposes is obtained in the form of proportionate contributions by cultivators and no compensation has to be paid. Labour for the construction of village roads, drains, irrigation channels, percolation tanks, bunding etc. is also contributed voluntarily by the villagers themselves and no cash payments are required. Financial assistance for increasing agricultural production is provided through the normal channels *i.e.* the State Government, cooperative societies, etc.

75. In some cases the value of the new holding allotted to an individual is less than the value of the land held by him before consolidation. There are also cases where trees or wells belonging to an individual fall within the holding of another person after

consolidation. Such losses are compensated through cash payments by individuals who gain from the transfers. These payments are not treated as a part of the expenditure on consolidation.

76. The consolidation expenditure, thus, includes only the cost incurred on the special staff and contingencies for re-survey and measurement wherever necessary and for the actual work of consolidation itself. Generally, the entire cost incurred on the headquarters staff specially appointed for consolidation work, as well as staff in the districts or the villages is spread out on the total area where consolidation has been completed in a particular financial year. There are thus some differences in the cost of consolidation per acre from year to year. In States where consolidation work is well under way, differences from year to year are relatively small. The cost of consolidation is naturally higher in States where the work is in the initial stages and comparatively heavy expenditure is incurred on the staff employed in proportion to the actual area consolidated. As more experience is obtained and the programme gains momentum, the cost tends to fall. Considerable differences will, however, remain between various States on account of differences in training and experience, efficiency and economy in the arrangements made and differences in local conditions and the items of work taken up in consolidation. For instance, the cost in Punjab is higher than in Bombay on account of the fact that consolidation in Punjab includes rectangulation and re-measurement, but not so in Bombay.

77. *Recovery of costs from cultivators.*—Consolidation legislation in the State gives power to the Government to recover the cost of consolidation from cultivators either wholly or in part. In Madhya Pradesh, Punjab and Uttar Pradesh the bulk of the cost is recovered from cultivators. In Madhya Pradesh a uniform fee of Re. -/12/- per acre is charged on all lands coming under consolidation. The Punjab Government recovers Rs. 4 per cultivated acre. In Uttar Pradesh the cost of consolidation for each village has to be worked out separately and is recovered in full. In Bombay and Himachal Pradesh, however, the entire cost is met by the State. In States where sufficient experience in consolidation work has not yet been gained and the programme has not yet become popular, in the initial stages it may be necessary for the Government to meet, say, half the cost. As experience is gained and the scheme gains popularity, it should be both possible and desirable to recover a substantial portion of the cost from cultivators.

# SECTION IV

## *SUMMARY OF SUGGESTIONS*

## I—INTRODUCTORY

1. Consolidation of holdings is an integral part of schemes for economic development. It should be undertaken in the national extension and community project areas as a task of primary importance in the agricultural programme. (Paragraph 4).

2. The programme of consolidation of holdings can be greatly expedited if public opinion is prepared for it and steps are taken to obtain the fullest participation of the people. (Paragraph 5).

3. Consolidation should not be restricted merely to redistribution of plots. The opportunity should be used for a complete replanning of the entire area. The advantage of combining consolidation work with this kind of planning is that contributions are made in proportion to the total area held by each individual *i.e.* in proportion to the property owned. This kind of planning is working successfully in a few States but the pattern should be adopted everywhere. (Paragraph 6).

## *II. SUGGESTIONS FOR EXPEDITING AND IMPROVING THE WORK OF CONSOLIDATION OF HOLDINGS*

### PRELIMINARY STEPS

4. Where such a provision does not already exist, the State Government should assume power under the legislation relating to consolidation, to take up the work on its own initiative. (Paragraph 10).

5. Where land records are not maintained up-to-date, the correction of records takes up much of the time of the consolidation staff. In order to expedite the work the revenue agency should be strengthened, wherever necessary, for the maintenance of correct and up-to-date land records. It should be possible for the revenue agency to prepare some of the preliminary statements required in connection with consolidation of holdings. (Paragraph 11).

6. For expediting the programme of consolidation the regions which get priority for consolidation may be divided into three areas, namely,

(i) areas where consolidation is to be taken up immediately;

(ii) areas which will come under consolidation next but where the preliminary steps, mentioned above will be taken up simultaneously;

(iii) remaining areas where consolidation will follow later on.

In areas (i) where consolidation work is to be taken up immediately, revenue staff will have to be supplemented by additional staff drawn from among the experienced revenue staff of areas (iii) where they can be replaced by new hands. In areas (ii) where consolidation operations are to be taken up next, the normal revenue staff supplemented with additional supervisory staff should begin the preliminary work sufficiently in time to complete it before other stages of the programme of consolidation are taken up in the area. (Paragraph 12).

### Rectangulation and Measurement

7. Rectangulation is a process by which rectangular fields of uniform size are substituted for the existing irregular fields. Rectangulation facilitates consolidation as well as execution of development programmes and tends to reduce boundary disputes. Though the process involves some additional time and expense, this is more than counterbalanced by its advantages. States may, therefore, consider the desirability of adopting rectangulation as a part of consolidation programme wherever feasible. It would facilitate the work if special rectangulation staff is appointed for the purpose. (Paragraphs 14, 15 and 18).

### Classification and Valuation

8. Careful and correct classification and valuation of land is one of the most essential factors in the success of consolidation proceedings. The method should be as objective as possible so as to reduce the chances of error and should be simple so that the villagers can understand what is being done and participate in the decisions. (Paragraphs 19 and 20).

9. The methods adopted for valuation in different States fall into the following three categories:—

(1) Valuation on the basis of market value;

(2) Valuation on the basis of productivity;

(3) Valuation on the basis of rental value.

(Paragraph 20).

10. Valuation on the basis of productivity has an advantage over other methods as the decisions are fully understood by the villagers and necessary adjustments can be made even for minor variations in productivity and other advantages. (Paragraph 31).

11. The method of valuation to be adopted in different States will naturally depend upon local conditions, the data available and the prevailing land tenures and land records. The classification of land, will, however, have to be adjusted in the light of such changes in the quality of soil, irrigation and other advantages as may have taken place. Adjustments would also have to be made for minor variations of productivity or other advantages in respect of lands which fall broadly in the same class. (Paragraph 32).

12. The lists for valuation should be published separately and finalized before the framing of the scheme and should not be published along with the draft scheme. (Paragraph 33).

13. It would be desirable to prepare and display the map of the village containing all the fields with their valuation along with the lists of valuation. (Paragraph 34).

## Scheme of Consolidation

14. In some States consolidation is regarded as an integral part of village development programmes and provides, among other things, for complete replanning of the entire area, for proper arrangement of roads, drains, expansion of abadi, compost pits, schools, playgrounds, tanks and numerous other community purposes. The full benefits of consolidation of holdings cannot be realised unless this larger objective is kept in view. (Paragraph 35).

15. The present practice, in some of the States of working out detailed principles on which land consolidation is to be based is very desirable and may be extended to the States in which this is not being done at present. (Paragraph 38).

16. The procedure for confirmation of scheme in some of the States is lengthy and rather cumbersome. Simplification of procedure is, therefore, desirable in these States in the interest of speed and economy. (Paragraphs 40 and 41).

## Repartition or Allotment of Blocks to Individuals

17. Allotment of blocks to individuals is generally made at the place where a person already holds the largest piece of land in that particular grade. This system of allotment is easy to work and facilitates checking. On the other hand the rule has its limitations. (Paragraphs 46 and 47).

18. A careful consideration of the detailed working of the rule, however, shows that it would not be desirable or expedient to introduce major changes in the present system of allotment without the consent of the villagers whose holdings are affected. (Paragraph 48).

19. It is not desirable to combine reassessment or increase of land revenue with consolidation proceedings as this may tend to make the consolidation work unpopular. (Paragraph 50).

### PREPARATION OF FINAL PAPERS AND THEIR ATTESTATION

20. There is at present some avoidable duplication of records at this stage as well as in earlier stages in different States. It would be an advantage if a group of experts in each State examined the question in detail in order to simplify the forms and avoid duplication and thus reduce unnecessary clerical work. (Paragraph 53).

### III. ORGANISATION OF THE PROGRAMME

21. It has been observed that in some States progress has been impeded for lack of adequate planning and anticipation of the problems likely to arise. For instance, recruitment and training of staff should be carefully arranged well in time to meet the progressive need for trained staff as the programme is expanded. (Paragraph 56).

22. It is desirable to prepare a phased programme of work showing the areas selected for consolidation according to a time schedule. It would be an advantage if selection is made out of areas covered by community projects or national extension service. In preparing the phased programme, factors like irrigation, security of rainfall, the extent to which fragmentation has become acute and existence of satisfactory records should be taken into account. (Paragraph 57).

23. The practice of taking up consolidation of holdings in a compact group of villages like a taluka or a tehsil at the same time facilitates supervision, expedites work and saves cost. This has an advantage over the practice of taking up the work in selected villages scattered over a considerable area. (Paragraph 58).

24. In areas where survey or settlement has not been undertaken or where up-to-date records of rights is not available, it would be desirable to integrate the operations of settlement and consolidation. This will lead to considerable saving in time and effort. (Paragraph 59).

## Recruitment and Training of Staff

25. Consolidation staff should, as far as possible, be drawn from among experienced revenue officials. (Paragraph 60).

26. Arrangements for training of staff in consolidation work should receive high priority. Training in consolidation work should form a part of the training of Patwaris and revenue officers. (Paragraph 63).

27. In view of the experience which has been gained already in a number of States it will be desirable for a State in which consolidation has not made much progress so far to send a team of officers for careful study in the States which have gained greater experience. (Paragraph 64).

28. It is suggested that staff put on consolidation work should not be used for revenue or other miscellaneous work. (Paragraph 67).

29. For the success of consolidation scheme, maintenance of high degree of conduct and integrity on the part of the official agency is essential. Both Punjab and Pepsu have organised a special branch of the department called 'Flying Squad' who look into complaints of corruption and grave injustice. A similar organisation in other States is likely to prove useful. (Paragraph 68).

30. It is necessary that the revenue staff engaged on consolidation work gets sufficient compensation and encouragement. (Paragraph 69).

## Coordination of Work

31. In the work of consolidation, cooperation of other departments like P.W.D., Health and Education is necessary. It is, therefore, essential that proper coordination between all these departments is ensured and the Collector should be given responsibility for this. (Paragraph 71).

32. In States where consolidation schemes are integrated with village development, a number of programmes are taken up simultaneously. These include:—

(a) the setting apart of land for village roads, drainage, irrigation works and undertaking constructions;

(b) setting apart of land for community purposes such as pasture lands, fuel plantations, schools, panchayatghars, play-grounds etc.;

(c) setting apart of land for cultivation through the village community, the income from the land being utilised to augment the village panchayat funds; and

(d) schemes for more intensive cultivation by improvement of land, adoption of improved techniques and conservation of soil. (Paragraph 73).

33. In the initial stages, it may be necessary for the Government to meet, say, half the cost. As experience is gained and the scheme gains popularity, it should be both possible and desirable to recover a substantial portion of the cost from cultivators. (Paragraph 77).

## *APPENDIX*

## LIST OF LAWS RELATING TO CONSOLIDATION IN DIFFERENT STATES

1. Ajmer Tenancy and Land Records Act, 1950.
2. The Bihar Consolidation of Holidays and Prevention of Fragmentation Act, 1955.
3. The Bombay Prevention of Fragmentation and Consolidation of Holdings Act, 1947.
4. The East Punjab Holdings (Consolidation and Prevention of Fragmentation) Act, 1948—as extended to Delhi.
5. The Himachal Pradesh Consolidation of Holdings Act, 1953.
6. The Hyderabad Consolidation of Holdings and Prevention of Fragmentation Act, 1955.
7. The Jammu & Kashmir Consolidation of Holdings Act, 1996 Svt.
8. The Madhya Pradesh Land Revenue Code, 1954.
9. The Orissa Agriculture Act, 1951.
10. Patiala and East Punjab States Union Holdings (Consolidation and Prevention of Fragmentation) Act, 2007.
11. The East Punjab Holdings (Consolidation and Prevention of Fragmentation) Act, 1948.
12. The Rajasthan Holdings (Consolidation and Prevention of Fragmentation) Act, 1954.
13. Uttar Pradesh Consolidation of Holdings Act, 1953.
14. The West Bengal Land Reforms Act, 1955.

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